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Second country cooperation framework for Trinidad and Tobago (2002-2006)*

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document.

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Introduction

1. The second country cooperation framework (CCF) for Trinidad and Tobago emphasizes UNDP's strategic response to the Government's vision for creating an equitable and just society for all citizens and for achieving developed country status by the year 2020. It builds on past co-operation between the Government and UNDP under the first CCF and is the product of extensive dialogue. The first CCF for Trinidad and Tobago, covering the period 1997–2001, was approved by the UNDP Executive Board in September 1997.

I. Situation analysis

2. The twin island Republic of Trinidad and Tobago has an estimated population of 1.29 million distributed largely between two major ethnic groups of Indian and African origin. Females outnumber males by 2,600 and persons under 24 represent 44 per cent of the overall population.[1] The country has a strong petroleum resource base – the engine of economic growth – with new investments being attracted to the natural gas and petrochemicals sectors. In 2000, the petroleum sector accounted for 23.9 per cent of GDP[2]. Overall, the country has experienced eight consecutive years of real GDP growth, with average growth rates of four per cent over the period. Growth rates for 2000 and 2001 were 6.4 per cent and 4.2 per cent respectively[3]. Continued economic growth has been greatly facilitated by a history of political stability and infrequent social upheaval.

3. In 2001, Trinidad and Tobago ranked 49th of 162 countries on the human development index and 47th among developing countries applying the gender development index[4]. Despite good international ratings, some social indicators point to continuing inequities in the society. Total unemployment for 2000 was 69 900[5] or 12 per cent of the labour force. Although females enjoy higher educational achievement at all levels of the school system, their current unemployment rate is 15.2 per cent compared to 10.2 per cent for males. The annual rate of unemployment in the 15–24 age group exceeded 30 per cent for the period 1991–1999[6], with an estimated 34.3 per cent of this age group living in poverty in 1992 (World Bank, 1995). Poverty data reveals a positive correlation between poverty and unemployment and between poverty and high-risk behavior particularly: crime; drug use; and risky sexual conduct. HIV/AIDS is among the leading causes of death among young adults with increasing numbers of young women at risk of contracting the virus. While the national prevalence rate for HIV is 1.3 per cent, young persons aged 15-19 years[7] show prevalence rates estimated at 7 per cent. These indicators assume greater importance in light of the low levels of expenditure (4 per cent of GDP) in two key social sub-sectors – health and education. The education system has also been under considerable stress with an over-centralized bureaucracy, weak policy-making and slow decision-making processes.

4. What emerges from the social and economic data is the existence of inequity in the midst of plenty. Amidst these uncertainties, there is also a challenging environment with the two major political parties, each holding an equal number of parliamentary seats and the absence of a functioning parliament. In spite of this, Government has attempted, with some measure of success, to meet its international commitments and has recently reported on all major human rights conventions. Additionally, programmes of action have been implemented in line with international obligations under the key environmental treaties.

5. Many challenges remain with respect to land use planning, natural resources management and sustainable development. The country's progress in expanding its industrial and manufacturing base has resulted in growing environmental threats such as the pollution of waterways from increasing use of pesticides, herbicides and fertilizers; contamination of terrestrial and marine biodiversity; and rapid deforestation. These all amount to major concerns. Added to this are the negative impacts of toxic and hazardous waste disposal, land degradation, the growing threat of global warming and the increased use of genetically-modified foods on the health of the population.

[1] Central Statistical Office, 2002. Statistics at a Glance – 2000 Population Census Data. CSO, Trinidad and Tobago.
[2] Review of the Economy 2001. Ministry of the Finance, GoRTT.
[3] Review of the Economy 2001. Ministry of the Finance, GoRTT.
[4] *Human Development Report 2001*. Making New Technologies Work for Human Development. Oxford University Press Inc. New York.
[5] Central Statistical Office, 2002. Statistics at a Glance —2000 Population Census Data. CSO, Trinidad and Tobago
[6] Central Statistical Office, 2002. Statistics at a Glance —2000 Population Census Data. CSO, Trinidad and Tobago
[7] National Surveillance Unit, Ministry of Health, 2001.

6. The Government has articulated a vision of improving the quality of life for all citizens of Trinidad and Tobago with the intention that by 2020, living standards will parallel those in the developed world. The second CCF will focus on assisting the Government in achieving that goal, with a particular focus on poverty eradication, capacity building to prevent the spread of HIV/AIDS, implementing a participatory approach to resolving major governance issues and applying sustainable solutions to ensure preservation of the country's rich natural resource base.

II. Past cooperation and lessons learned

7. The first CCF concentrated on the provision of support in the areas of poverty and social policy and governance; the environment, sustainable development and gender were pursued as cross cutting areas of focus. Key results achieved in the area of poverty and social policy were: the completion and data processing of a survey of living conditions for the period 1996–1997; enabling the availability of accurate poverty data and the eventual elaboration of a national poverty reduction policy; the launch of a micro-credit programme; completion of a study on the decentralization of delivery of social services (with the resulting action plan approved by Government and commencement of a pilot center); and the establishment of a pilot community tele-centre programme. A proposal has been tabled by the Government to introduce new policy measures to further the objectives of past initiatives during the new programme period.

8. With respect to Governance, a pilot project for enhancing public administration through the establishment of a system for professional recruitment and civil service career management, as well as the decentralization of the delivery of public service goods, was formulated with Government funding. The implementation of this project began in 2001. A draft strategic planning framework was also completed in collaboration with the Ministry of Planning and Development, for adoption by the Government.

9. In the area of the environment, several accomplishments were recorded during this period, including: the introduction of a new legal framework through support for the establishment of the Environmental Management Authority and the Environmental Commission; finalization of the national bio-diversity strategy; and an action plan and meeting national commitments for various international conventions. During that period, several community-based initiatives were supported by the UNDP Global Environment Facility/Small Grants Programme (GEF/SGP) on both islands, resulting in the provision of critical impetus for biodiversity preservation and for sustainable livelihoods. In the second CCF programme, linkages between the core programme and GEF/SGP initiatives will be further expanded, as recommended in the country review exercise.

10. The provision of technical advice delivered through direct consultations, facilitation and stakeholder coordination accounted for the majority of successes identified by the review of the first CCF programme. The review recommended a shift away from longer life-cycle projects into more upstream support provided through initiatives of a shorter duration. With this in view, the second CCF will focus on the provision of policy advice and development support services in furthering the Government's goal for attaining developed country status by 2020.

III. Proposed programme

11. The proposed programme addresses four principal areas of focus, viz, national development policy and poverty reduction, HIV/AIDS, environment and energy and democratic governance. The mainstreaming of gender and issues of gender equity will be addressed through a partnership agreement involving the Government, NGOs, the Canadian Gender Fund and UNDP to develop a national gender policy and plan. Efforts will be made to integrate gender considerations in activities for all programme areas in the implementation of the UNDP programme in order to correct one of the weaknesses identified in the first CCF, where gender was not successfully integrated. In addition to the main focus areas, the Government will be assisted by UNDP in further promoting efficiency in the management of its development process through the provision of development support services. The design and implementation of the CCF programme is also consistent with strategies for the pursuit of the objectives of Agenda 21, the Programme of Action for Small Islands Developing States (SIDS POA), the Millennium development goals and the goals established for the World Summit on Sustainable Development (WSSD).

A. National development policy and poverty reduction

12. A number of critical initiatives are proposed for this thematic area and are grouped below.

13. *Development planning, poverty measurement and monitoring:* UNDP will provide technical advice for the preparation of a strategic development plan or 'road map' for achieving developed country status by 2020. Advice would be provided on the establishment of a system that will include targets and measurement tools for poverty monitoring. This support will dovetail with the need to report on commitments under the United Nations Millennium development goals. The continuous monitoring of progress in development will be an essential element of the Government's plan for achieving developed country status. Public information dissemination and discourse on such matters would be maintained through the periodic publication of national human development reports (NHDRs).

14. *Targeting the poor and building equity*: A major plank in the Government's plans to combat poverty is the expansion of the micro, small and medium enterprise sector. Building on support provided in this area during the first CCF, UNDP will collaborate with the European Union-financed micro-credit programme and other similar initiatives that will further this work. Assistance will be provided in ensuring trade policy designed to deal with new global trading arrangements facilitates poverty eradication by strengthening industries with significant inputs of local talent and resources to enable their transformation into successful export industries.

15. Other aspects of this focus area will include: mapping of areas of endemic poverty and establishment of a comprehensive, decentralized social database; establishment of a strong collaborative link with the European Union-funded programme to conduct updated surveys of living conditions; incorporating impact measurement tools into these instruments; and the creation of a decentralized structure for social services delivery and poverty targeting.

16. In the education sector, the Government will call on the support of UNDP, working collaboratively with the United Nations Children's Fund (UNICEF) and the United Nations Educational, Scientific and Cultural Organization (UNESCO), to assist in meeting the goals set for universal primary education under the Millennium declaration, by providing policy advice for improving equity in education both in terms of access and quality. Particular attention will be paid to strengthening the Ministry of Education and the District Education Offices to bring about improved planning and efficiency in education management through decentralization of educational services.

B. HIV/AIDS

17. While many key initiatives have already started to address issues of HIV/AIDS, supported by partners such as the European Union and the United Nations Theme Group on HIV/AIDS, discussions are in process with the World Bank for loan funding in support of the national response. Gaps still exist in coordinating an expanded response to the epidemic. These gaps include the non-availability of national data on the socio-economic impact of the epidemic to inform planning and policy decisions and promote a comprehensive multi-sectoral approach to reducing its spread.

18. Given these factors, this programme will focus attention in the forthcoming period on: conduct of studies on socio-economic impact by sector; capacity building of Government sectors and civil society to respond to the epidemic, including the mainstreaming of HIV/AIDS in sector planning; facilitation of increased private sector involvement as part of the expanded response to HIV/AIDS; and support for the completion of a national strategic plan for HIV/AIDS, with an appropriate management mechanism and access to additional resources such as the Global Fund for AIDS, Tuberculosis and Malaria. Partnership arrangements will include cost sharing arrangements with the World Bank and third parties such as donor governments, as well as collaboration with academic institutions and 'centres of excellence' such as the Caribbean Epidemiological Centre and the University of the West Indies.

C. Environment and energy

19. Two key recommendations of the CCF review carried out in 2001 concern the need to better integrate GEF/SGP programmes with other substantive work on environment and sustainable development, as well as the need to develop an independent programme in this area. In this respect, it is proposed to combine UNDP core funding and resources under the GEF/SGP with the Government's interest in the

revival of the Civilian Conservation Corp and to focus these efforts, particularly on reforestation.

20. In keeping with a request by the Government, UNDP will provide support in operationalisation of the Green Fund with the GEF/SGP being used as a model for this initiative. In addition, UNDP will support the reformulation of the National Parks and Protected Areas Project for Trinidad and Tobago for implementation with grant funding from GEF and Government co-financing. The implementation of this project will address a number of very urgent concerns related to management of the country's valuable biodiversity resources, particularly the development of selected sites with potential income-generating capacity. Initial discussions with local private sector companies have revealed a strong interest in combining financial support for this initiative with that of the Government, GEF and UNDP.

21. During the CCF period, the Government will receive technical support from UNDP to enable follow up to commitments under the main multilateral environmental agreements including, the Stockholm Convention on Persistent Organic Pollutants (POPs) and the Cartagena Protocol on Biosafety. In addition, energy efficiency as an intended area of focus in the forthcoming programme will be addressed through a Caribbean regional project covering 16 countries, including Trinidad and Tobago. This initiative will concentrate on the efficient use of existing forms of energy, identifying existing barriers to energy efficiency and suggesting appropriate mechanisms for their removal.

D. Democratic governance

22. Support in this area under the previous CCF programme concentrated on preparation of the draft strategic Planning Framework and the strengthening of the public administration through decentralization of the delivery of public service goods as well as the reform of civil service recruitment, training and career management. It is expected that these two areas would continue as part of the new programme, including the decentralization of educational services, realizing their full objectives with appropriate synergies with the International Development Bank-funded Capacity Strengthening Programme for the Public Service.

23. Additionally, the Government will invite the collaboration of UNDP in reviewing the system of local government with a view to addressing existing legislation on local government, capacity building for decentralization and establishment of systems for the proper conduct of local government affairs. The strengthening of systems to ensure participatory governance is also seen as an important requirement for which technical support could be provided by UNDP. In this respect, it is proposed that UNDP support the promotion of an initiative aimed at enhancing the level of policy debate and discussion across the country, so as to bring about greater participation in policy formulation.

IV. Management arrangements

A. Implementation arrangements

24. This CCF has been formulated through a series of consultations and discussions with the Government and other partners, beginning with the country review of August 2001. The process culminated in the convening of a CCF consultation meeting coordinated by the Ministry of Planning and Development in which all relevant line ministries participated.

25. The recently re-profiled Trinidad and Tobago country office is organized along the lines of two clusters: a programme and development support cluster and a client services cluster. The former will lead programme design in the specific thematic areas identified above, in collaboration with the responsible Government departments, identified development partners and the client services cluster.

26. The client services cluster will lead the management of programme implementation and delivery, in close consultation with the relevant programme specialists once programmes are operationalised. It will also have responsibility for programme monitoring and evaluation.

27. In addition to the direct input through the main country office clusters, the proposed approach to programme management will have a heavy focus on supporting the further building of capacity in the relevant government ministries, in particular, the Ministry of Planning and Development, which has overall responsibility for development planning and technical cooperation. The aim will be to further enhance the Ministry's capacity to play a more strategic role in overseeing the development process and to ensure sustainability in project management beyond the CCF programme. Capacity building initiatives will also

be extended to community-based organizations and non-governmental organizations (NGOs) with demonstrated interest in the CCF areas.

28. Programme management will also utilize agreed strategies for environmental planning to determine similar programme initiatives being proposed at the country level, so as to minimize duplication and identify opportunities for resource mobilization. These would include strengthened collaboration with the private sector in areas of mutual interest and concern, closer collaboration with the NGO sector given their practical knowledge base, as well as joint or shared initiatives with other international finance and development agencies.

B. Programme monitoring and review

29. This CCF programme will be carried out utilizing the National Execution modality. Programme monitoring will be effected at strategic intervals through regular UNDP coordinated field visits that would include Government Ministry representatives and other technical/financial collaborators. Programme performance will be evaluated through the conduct of annual project reviews, to be carried out by UNDP and its respective programme partners. At minimum, one outcome evaluation will be conducted during the CCF period applying UNDP's results-based evaluation approach.

C. Resource mobilization

30. The modest core UNDP financial resources assigned to Trinidad and Tobago will be combined with Government cost-sharing and third party financing to realize maximum impact. The intention is to target support to areas of strategic importance nationally, in keeping with Government's plans for achieving developed country status. UNDP's large core of global expertise and best practice information could be made available to the Government in all areas at relatively short notice through its newly established Global Knowledge Network and Sub-Regional Resource Facility. Additionally, the United Nations Volunteer Programme will be relied upon to make available highly skilled expertise in a cost-effective manner.

Annex

Resource mobilization target table for Trinidad and Tobago (2002-2006)

Source	*Amount (In thousands of United States dollars)*	*Comments*
UNDP regular resources		
Estimated carry-over	349	Indicate carry-over of TRAC 1, TRAC 2 and the earlier AOS allocations.
TRAC 1.1.1	235	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
SPPD/STS	11	
Subtotal	**595**[a]	
UNDP other resources		
Government cost-sharing	1 196	
Third-party cost-sharing	5 988	
Funds, trust funds and other	5 783	
	of which:	
GEF	4 200	
GEF/Small Grants Programme	150	
UNEP	500	
Poverty Trust Fund	350	
ICT Trust Fund	350	
UNDP Fund	33	
HIV/AIDS Trust Fund	200	
Subtotal	**12 967**	
Grand total	**13 562**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.
Abbreviations: AOS = administrative and operational services; GEF = Global Environment Facility; ICT = Information and Communication Technology; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNEP = United Nations Environment Programme.